

ITEM 9-C

CITY OF ALAMEDA

Memorandum

To: Honorable President and
Members of the Planning Board

From: Andrew Thomas
Planning Services Manager

Date: November 28, 2011

Re: Alameda Landing Mixed Use Development Project – Study Session

EXECUTIVE SUMMARY

The applicant, Catellus Alameda Development, LLC (“Catellus”), is requesting an opportunity to present its current plans for a new retail center and associated improvements on 23 acres located south of the future Mitchell Avenue extension and east of the future Fifth Street extension on the Alameda Landing site. The new site plan represents a significant revision from the site plan that the Planning Board approved on November 26, 2007. The new site plan is designed to accommodate a Target store and resolve some of the difficult pedestrian circulation and parking issues that the Board and community raised during the review of the 2007 plan.

The purpose of the study session is to give the Planning Board and the community an opportunity to review and comment on the draft plan. No other action by the Planning Board is being requested at this time.

At the Planning Board meeting of January 9, 2012, staff will present any revisions made to respond to community comments and a recommendation for a decision by the Planning Board on an Addendum to the previously certified EIR and the new retail center development plan.

The proposed site plan presented in this staff report and shown on page 7 shows the location and size of the buildings; the location and number of parking spaces and landscape areas; and the automobile, pedestrian, and bicycle circulation system. The site plan does not include the architectural elevations for the buildings.

Target has not yet submitted its proposed architectural plans to the City. Assuming that the Planning Board is able to complete its work on the Development Plan (the site plan) in January, staff plans to return to the

Planning Board on February 27, 2012, with a Design Review application for the proposed architectural elevations for the Target store and architectural guidelines for the elevations of the balance of the retail center.

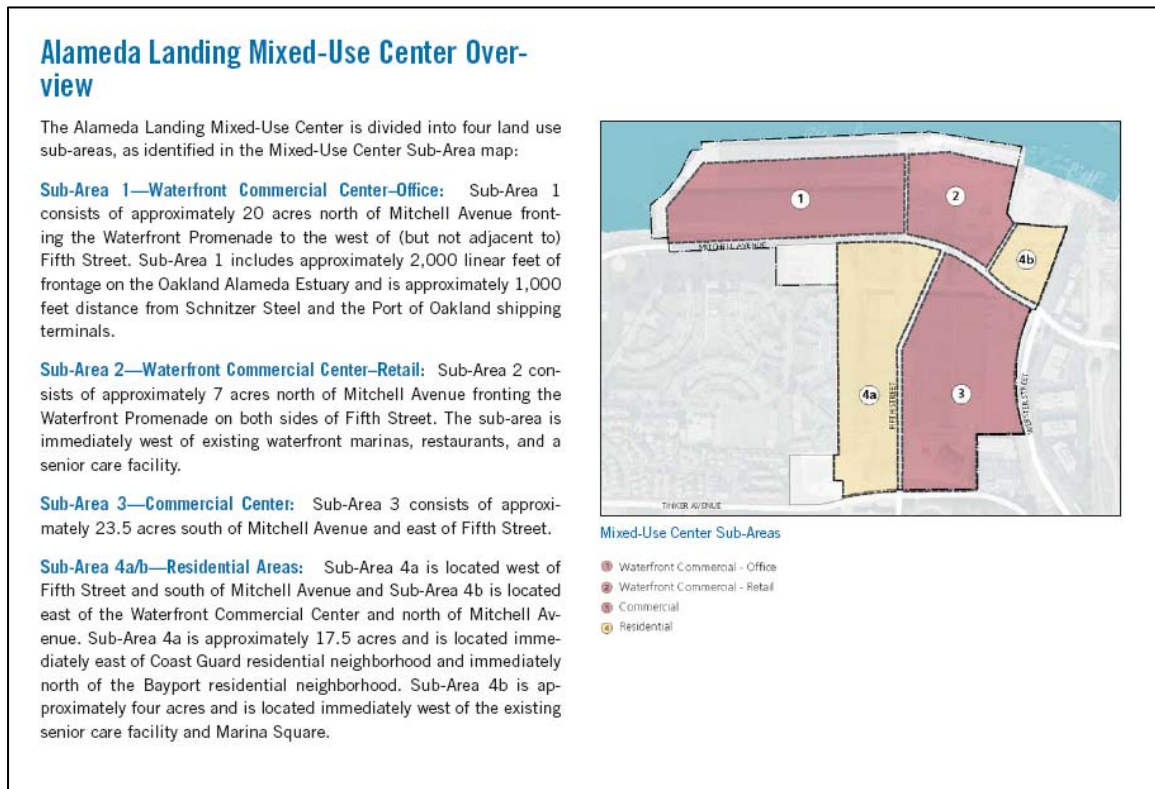
If the Planning Board completes its work on the site plan and elevations in February of 2012, Target and Catellus will immediately begin work on construction plans to accommodate an October 2013 opening for the Alameda Target Store.

BACKGROUND

The 2011 site plan for the retail center at Alameda Landing represent an important step in the City's efforts to redevelop and reuse the 77 acre former Fleet Industrial Supply Center (FISC) adjacent to Alameda Point. The following background information provides a brief synopsis of the major events and actions that proceeded this submittal.

- In 1993, the Navy announced that it would be closing down its operations in Alameda. At the time the Navy provided between 16,000 and 18,000 military and civilian jobs in Alameda.
- In 1996, the City of Alameda adopted the Community Reuse Plan for the reuse and redevelopment of the former Naval Air Station and FISC. The Reuse Plan emphasizes the importance of job creation, economic development, and the creation of a mixed-use community that would blend seamlessly with the existing neighborhoods.
- In 2000, the City of Alameda approved the Catellus Mixed Use Master Plan, to guide the redevelopment of the Bayport and Alameda Landing sites. By 2002, work was underway on the Bayport neighborhood. The last of the Bayport homes was completed in 2009.
- In early 2005, the City of Alameda and Catellus began work with the Planning Board and the community on an amendment to the 2000 Master Plan for Alameda Landing to facilitate and encourage development of retail and housing on the property in addition to the planned office and research and development space.
- In December 2006 and January 2007, the Alameda City Council unanimously approved a General Plan Amendment, Master Plan Amendment, Development Agreement Amendment, and two new Development Agreements for the Alameda Landing Mixed Use Project. The Master Plan and the new Development Agreements provide the basic entitlements for the project and guidelines and standards for development of retail, housing, and office on the 77 acres. The following graphic from the 2007 Master Plan

provides an overview of the amended plan for Alameda Landing. The proposed retail center is identified as Sub-Area 3 in this graphic.



In 2007, the Planning Board, Catellus, and the community began working to implement the amended Master Plan.

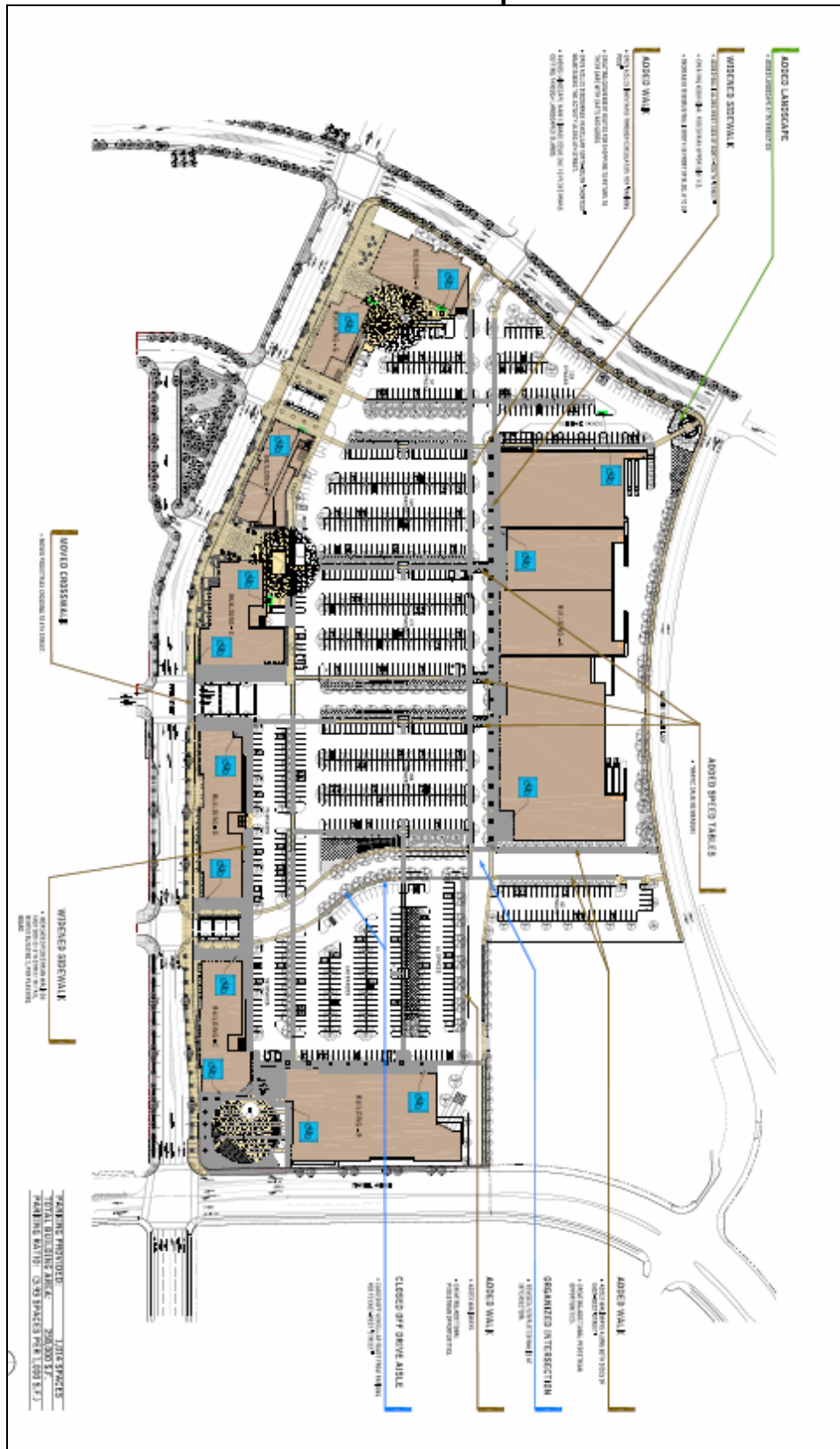
- On May 7, 2007, the Planning Board approved a Transportation Demand Management (TDM) Program for the Alameda Landing Project.
- On May 14, 2007, the Planning Board approved the detailed plans for the two major new public streets that run through the project: Fifth Street from Stargell to the waterfront, and Mitchell Avenue from Mariner Square Loop to the western boundary of the site near the Bay Ship and Yacht site.
- On May 29, 2007, the Planning Board adopted the Alameda Landing Site-Wide Master Landscape Development Plan Amendment and Waterfront Promenade Development Plan.
- On May 29, 2007, the Planning Board also reviewed and approved a development plan for Clif Bar Company on the waterfront.

- On June 25, 2007, the Planning Board partially approved the Development Plan (the site plan) for the Alameda Landing retail center. The design of the 2007 retail site plan raised a number of difficult pedestrian circulation and parking issues.
- On July 23, 2007, the Planning Board approved the landscape and site improvements for Fifth Street and Mitchell Avenue Extensions
- On September 24, 2007, the Planning Board approved a final Development Plan (site plan) and Design Review (elevations) for seven of the buildings at the retail center.
- On November 6, 2007, the City Council heard an appeal of the Planning Board's September 24, 2007 approval for the Alameda Landing Retail Center. Catellus appealed three specific conditions imposed by the Planning Board regarding pedestrian circulation and parking. Upon consideration of the three issues, the City Council modified two of the Planning Board's conditions of approval and remanded the third issue, which pertained to the sidewalks within the retail center back to the Planning Board for further consideration.
- On November 26, 2007, the Planning Board approved a final Design Review resolution that finalized the approval of the Development Plan and finalized Design Review for a number of the buildings on the site. (The 2007 Retail Plan is shown on page 5.)

By early 2008, the economic slowdown of 2006 and 2007 began to affect Alameda and the Alameda Landing project. In 2008, the Clif Bar Company was forced to abandon its efforts to move to Alameda Landing, and retailers nationwide were experiencing significant drops in consumer spending. The housing market and new housing development in California and Alameda came to a virtual halt. As a result of the economic slowdown, Catellus was forced to suspend most of its retail and housing development activities at Alameda Landing.

In 2008, Catellus was able to complete an \$7.7 million property exchange with the College of Alameda for the Stargell Avenue extension. With the land in secured by Catellus, the City was able to use local and State Grant funds to construct the Stargell extension, which is a critical piece of transportation infrastructure to support the redevelopment of Alameda Landing and Alameda Point.

The 2007 Final Development Plan



Despite the economic slowdown, Catellus remained committed to the project at Alameda Landing and continued to work with the retail and residential homebuilder community to attract potential retailers and homebuilders to the Alameda Landing site. During this time, Catellus worked extensively with the Target Corporation, which had made a previously unsuccessful bid to build a new store at the Southshore Shopping Center in Alameda. In 2011, these discussions culminated in a decision by Target to make a second attempt to open a new store in Alameda at the Alameda Landing site. Soon thereafter, Catellus submitted an application for a revised retail center site plan to accommodate the proposed Target Store. The revised site plan is shown below on page 8 and a larger version is provided in Attachment A.

ANALYSIS

Catellus and Target will need a Development Plan (“site plan”) amendment, a Street Plan amendment, and Design Review (architectural and landscape design) approvals from the Planning Board to build the proposed retail center. No amendments to the General Plan, Zoning Ordinance, Zoning Map, Alameda Landing Master Plan, Alameda Landing Development Agreement or Catellus Disposition and Development Agreement are needed.

Retail uses, such as the Target store, are a permitted use pursuant to the Alameda Landing Master Plan and Development Agreements. The Development Agreement serves as a contract between the City and Catellus that preserves certain development rights for the term of the agreement in return for community benefits and financial investments by Catellus. The Agreement precludes the City from changing these development rights through citywide zoning amendments or other general plan or zoning amendments. In 2009 (after execution of the Alameda Landing Development Agreement), the City adopted a number of citywide zoning amendments that prohibited certain types of “big box” stores and required conditional use permits for retail stores over 30,000 square feet in size. The staff reports for these actions made clear that consistent with State law, the amendments would not apply to the Alameda Landing Development Agreement area and the Harbor Bay Business Park Development Agreement area. The Development Agreements for these projects vest the local laws in effect at the time the agreements were signed.

Site Planning Objectives:

The 2011, Alameda Landing retail center development plan shown below is designed to achieve a number of important objectives:

Large Format Retail. The site plan is designed to support larger format retail buildings. The objective is to create a retail center in Alameda that can

accommodate these larger types of stores and their products and services that may not be able to be accommodated elsewhere in Alameda because of their size. This center is designed to provide goods and services that may not currently be available in Alameda and to reduce the number of Alameda residents that drive to other communities to purchase goods and services. Capturing those shoppers “on-island” reduces automobile trips, improves convenience for Alameda residents, and “captures” sales taxes that are currently “leaking” to other neighboring jurisdictions.

- The Target Store: The plan is designed to accommodate a 140,000 square foot Target Store at the northern edge of the site. The store will face south with the main entrance facing the parking areas and 5th Street (the southwest corner of the building). For comparison purposes, the new Target Store in Emeryville is a comparable size. The Alameda Target Store is expected to generate approximately \$30 to \$40 million in annual sales, generate approximately \$300,000 to \$400,000 in annual sales taxes to the City, and bring between 200 and 300 new permanent jobs to Alameda. The Target store achieves many of the objectives of the 1996 NAS Alameda Reuse Plan, City of Alameda General Plan, and the Bayport Alameda Landing Master Plan.
- Large Format Retail at a Pedestrian Scale: In response to many of the concerns that were raised by the 2007 retail plan, the current plan attempts to accommodate a large store and associated large parking area in a retail center that is designed to be bicycle and pedestrian friendly. This is not an easy task and caused a great deal of discussion in 2007.

The 2011 Plan introduces a major design modification to create a more pedestrian scale. A new east-west “Main Street” through the center of the plan accomplishes three important pedestrian-scale improvements:

- 1.) The new Main Street with its six small retail buildings facing a central “Main Street” provides an Alameda-style pedestrian shopping experience with shops on both sides of the street fronting on the street and sidewalk (similar to Webster Street and Park Street).
- 2.) The new Main Street cuts the large central parking area in the 2007 Plan into two smaller, more manageable parking areas. By breaking the “sea of parking” into two smaller parking areas, the challenge of providing a safe and convenient pedestrian experience becomes more manageable.
- 3.) The new east/west street replaces a longer north/south street/drive isle in the 2007 Plan that caused significant concerns about automobile and pedestrian circulation priorities.

- Parking.** Retailers throughout Alameda demand parking for their customers. Large format retailers, such as Target, that sell large items, such as furniture, are particularly sensitive to the issue of parking. The objective of the plan is to accommodate a reasonable amount of parking for the retailers and their customers while not over-providing parking which can detract from the pedestrian experience and TDM objectives. After much discussion, the 2007 Plan provided 1,014 parking spaces for 258,000 feet of retail and office space for a ratio of 3.93 spaces per 1,000 square feet of commercial space. The 2011 Plan provides 1,126 parking spaces for 291,000 square feet of retail and office space for a ratio of 3.86 spaces per 1,000 square feet of commercial space. The Master Plan allows 4 spaces per 1,000 square feet of commercial space.
- Street Extensions:** As shown in the graphic below, the site plan is designed to knit the site into the existing street network as contemplated in the Master Plan. The “Main Street” intersection with 5th Street allows for an extension of this street through the residential portion of the site and then through the area to the west to the intersection of Singleton and Main at Alameda Point. The Target entrance at 5th Street is designed to extend to the west through the future North Housing area and connect with the street at the southern boundary of Estuary Park.



Site Planning Challenges:

As staff continues to work with the Catellus design team, staff will focus on the issues raised by the Planning Board and the community, including the following

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challenges:

- Internal Pedestrian Circulation Improvements: Creating a safe, convenient, and pedestrian environment within this center remains a challenge. Although the new plan introduces some important improvements for the pedestrian experience, staff will continue to explore additional enhancements and improvements. For example, to further “break-down” the 23.6 acres into manageable pedestrian scaled areas, a major enhanced north-south pedestrian spine through the center that would provide a clearly marked pedestrian “street” from the Target Store all the way down to the other large format store at the southern end of the plan could improve the pedestrian experience. In addition, the main east-west drive isle/street in front of Target could be enhanced with sidewalks on both sides of the street. (This drive-isle/street provides direct automobile access from 5th Street across the site to Mariner Square Loop.)
- Fifth Street Frontage and Residential Interface. Creating a pedestrian, bicycle, and transit friendly experience on 5th Street remains a challenge in this plan. 5th Street is intended to be a major public street that ultimately provides direct access to the waterfront. The design of the development on each side of 5th Street needs to be carefully considered. The design also must consider how best to ensure a comfortable interface between the future residents on the west side of the street and the retail center and its activities on the east side of the street. Along the retail side, staff is considering how the street frontage can be designed with a sequence of small public spaces interspersed in between a sequence of small retail buildings. These small public spaces could – if designed well - create a sequence of public spaces that can be followed north along the street to the waterfront. These public spaces – which may include a combination of landscape and hardscape features, public art, and/or other visually interesting elements - can also serve to provide a beneficial “buffer or transition space” between the retail center and the residential areas across the street.
- Building Orientation: Front Doors and Trash Receptacles. All of the buildings on the site plan are highly visible and highly accessible on all four sides. This poses a significant design challenge. Retail buildings need attractive front doors and front elevations for customers, but they also need “back areas” for garbage receptacles, recycling operations, and truck unloading areas. These “back areas” are more difficult to attractively design. Designing the buildings on 5th Street (buildings J, C, and B) and the large building on Stargell Avenue (Building A) to provide an attractive, and pedestrian friendly experience on the public right of way (on 5th Street and on Stargell Avenue) as contemplated in the Master Plan will be a major design challenge. Staff will be relying on the design team to overcome this challenge with good architectural design, but the orientation of buildings should be carefully considered in the site plan

discussion.

- Retail Uses that Provide for Alameda Needs: As described above, this retail center is designed to enhance and increase the range of products and services available within the City of Alameda. The City's objective is to create spaces for retailers that do not currently exist in Alameda to provide products that are not currently available in Alameda, to minimize the impact of new retailers on existing retailers in Alameda, and to reduce sales tax "leakage" to other neighboring communities. To this end, Catellus has commissioned an analysis of the impact of the retail center on existing retailers in Alameda. This study is still underway, but will be available for public review prior to the January Planning Board hearing on the proposed site plan. Based upon the recommendations of the study, the Planning Board, the community and staff will be better able to assess the potential impacts of the range of retail uses that might occur at the retail center on the other retail areas in Alameda. The impact assessment will also serve to inform any actions by the Community Improvement Commission on any proposed amendments to the Retail Tenancing Strategy for the center that is required by the existing Disposition and Development Agreements.

Conclusion:

At the November 28th meeting, the Catellus design team will be available to present their proposed plan and ideas about how to address some of the challenges raised in this report. The team will also be available to answer questions and discuss Planning Board ideas and suggestions.

Staff would like to conclude the study session with a good understanding of the Planning Board's:

1. Overall impressions of the proposed site plan (likes and dislikes)
2. Thoughts on any specific features or elements that need to be reconsidered or changed.
3. Need for additional information to inform a decision in January on the site plan.

ENVIRONMENTAL REVIEW

Reviewing and commenting on the proposed site plan is not an action subject to the California Environmental Quality Act (CEQA). A final action by the Planning Board on the site plan in January will be subject to CEQA. Staff is currently evaluating the prior EIR that was prepared for this project to determine if any addendum or revision is necessary. On December 5, 2006, the City Council certified the Final Environmental Impact Report for the Alameda Landing Mixed

Use Development Project (a Supplement to the 2000 Catellus Mixed-Use Development Project EIR) in accordance with the California Environmental Quality Act (CEQA) (State Clearinghouse #2006012091).

PUBLIC NOTICE AND COMMENTS

Property owners and residents within 300 feet of the project's boundaries were notified of the public hearing and given the opportunity to review and comment on the proposal.

RECOMMENDATION

Review and comment on the draft site plan.

Respectfully Submitted By:

Andrew Thomas
Planning Services Manager

Attachment:

1. Alameda Landing 2011 Site Plan